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ABSTRACT

This reading list is intended to introduce to community college trustees the rich store of material available to a person who wishes to become--and remain--well informed about community colleges and the important public service role of trustees. It includes an annotated bibliography of pertinent periodicals and newspapers, as well as abstracts of documents on the subjects of: (1) the role of the community college in American education; (2) the role of the trustees; (3) the relationships of state and local boards; (4) governance; (5) collective bargaining; (6) educational issues (improving instruction, methods of educational finance, utilization of part-time faculty, etc.); (7) management; (8) planning and policy making; and (9) zero-base budgeting. The bibliography concludes with three ways trustees might function, and seven practices that presidents should follow in working with the board. In order to preserve the time of the trustee significant items have been identified with an asterisk, and materials within each section are arranged in the suggested order of reading. (Author/RT)

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A TRUSTEE READING LIST:

A BIBLIOGRAPHIC ESSAY

By

John N. Terrey

August 1977

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TITLE: A TRUSTEE READING LIST: A BIBLIOGRAPHIC ESSAY

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I. Introduction

> *There are three levels of trustee knowledge-ability. The effective trustee must clearly know a great deal about his institution, both to guide it and to defend it. He must also know something about trends in higher education and what is happening elsewhere. This provides a necessary perspective on the local scene. And at least some trustees must have an awareness of the currents of change in our society, all of which will ultimately affect what happens in colleges and universities (Nason, 1974).*

This reading list is a personal one, not intended to be complete. It is intended to introduce to trustees, especially new trustees, the rich store of material available to a person who wishes to become--and remain--well-informed about community colleges and the important public service role of trustees.

The concept of a board of trustees is well established in American higher education. In order to make boards effective, members will need to have a working knowledge of the role and functions of the board as well as the issues and trends in higher education. While an analogy with a legal trust is not completely accurate, the concept that a board of trustees holds in trust a resource while not being a direct beneficiary is a sound concept. It supports, among other things, the principle of lay control of a public institution. To be a trustee is to perform a public service.

A trustee, to be effective in public service, must be well-informed, not only about the institution he serves but also about the world of higher education. As with every other phase of higher education, the role of the trustee is undergoing great changes. Keeping abreast of the changes is an endless and time-consuming task.

Ten years ago the few books available on the role of the trustee would have discussed the importance of the board as the final decision-maker in the governance process. If asked then what his job was, a trustee might have answered: "To run this college," or more modestly, "To support the president I helped to select." Today he very likely would answer something like this: "To see to it that the services of this institution are provided to those who need them." These services should be deliberately planned and provided as effectively and efficiently as possible.

This paper has been prepared to assist the trustee in the performance

Community College in Lancaster, California, wrote a helpful article in the Spring issue entitled, "The Fundamentals in Hiring a New Community College Chief Executive."

F. Community College Frontiers. Frontiers is a quarterly publication under the joint sponsorship of Governors State University and Sangamon State University in Illinois. It is intended to serve as a means of communication for all interested in the two-year college.

The publication, through its editor, J. Richard Johnston, seems determined to emphasize good writing and solid subject matter. A recent issue (Winter 1977) contains an article of importance by K. Patricia Cross, "New Roles for College Teachers," a follow-up on her book, Accent on Learning, which fulfills the former objective. "Remedial/Developmental Programs in Two-Year Colleges" by Bonnie M. Sanchez, associate director of the ERIC Clearinghouse for Junior Colleges, fulfills the latter. Her article provides an annotated list of resources on remedial and developmental programs.

G. Community College Review. The Review is published four times each year by North Carolina State University. Its articles tend to emphasize the operational concerns of the community college. A typical issue contains articles on the education of women, mastery learning, faculty development, general education for the vocational student. ERIC provides a survey of the literature on a single topic, e.g., General Education for the Occupational Student.

H. New Directions for Community Colleges. A quarterly sourcebook, New Directions is published by Jossey-Bass, Inc. in association with the ERIC Clearinghouse for Junior Colleges at UCLA. Institutional subscriptions are $25 per year, individual subscriptions are $15 per year, and single issues can be purchased for $5 each. Each issue has a separate editor but the series, started in 1973, is under the editorship of Arthur M. Cohen and Florence B. Brawer. Below is a current list of the quarterly sourcebooks published to date:

1973	1.	Toward a Professional Faculty, Arthur M. Cohen
	2.	Meeting the Financial Crisis, John Lombardi
	3.	Understanding Diverse Students, Dorothy M. Knoell
	4.	Updating Occupational Education, Norman C. Harris
1974	5.	Implementing Innovative Instruction, Roger H. Garrison
	6.	Coordinating State Systems, Edmund J. Gleazer, Jr. and Roger Yarrington
	7.	From Class to Mass Learning, William M. Birenbaum
	8.	Humanizing Student Services, Clyde E. Blocker
1975	9.	Using Instructional Technology, George H. Voegel
	10.	Reforming College Governance, Richard C. Richardson, Jr.

11. Adjusting to Collective Bargaining, Richard J. Ernst
12. Merging the Humanities, Leslie Koltai

1976 13. Changing Managerial Perspectives, Barry Heermann
14. Reaching Out Through Community Service, Hope M. Holcomb
15. Enhancing Trustee Effectiveness, Victoria Dziuba and William Meardy
16. Easing the Transition from Schooling to Work, Harry F. Silberman and Mark B. Ginsburg

1977 17. Changing Instructional Strategies, James O. Hammons
18. Assessing Student Academic and Social Progress, Leonard L. Baird

III. The Community College

The community college has its own role in American education. It is the offspring of the common schools and the university. Yet it is independent of both with its own mission. An understanding of its history, organization, development, function, and problems is essential to a trustee who is called upon to make decisions affecting the community college.

While the volume of literature is substantial, there is a dearth of recent publications. The best book in the field--Blocker and Others--is twelve years old. The most recent (Monroe) is five years old.

Blocker, Plummer, and Richardson do the best job of examining the community college from a philosophical perspective. Monroe is a veteran observer. Dugger's article is short and unabashedly supportive. Cross has been greatly concerned not only with who gets into the community college but with what happens to the student once admitted. Finally, the movement is not without its detractors. Zwerling, a community college program director, contends that the institutions do not do in practice what they purport to do in theory.

*A. Dugger, Ronnie. "The Community College Comes of Age." Change, 8 (1): 32-37; February 1976.

Here is one of the best general articles on the community college. Dugger, publisher of the Texas Observer, sets forth the simple faith that has permitted the community college to come of age. "The modern community college is a new social invention, a significant new public enterprise," not an organization to be managed but a social dream to be fulfilled. Put faith in ideas, ideals, movements, goals--not in organizational forms. The consequence, says Dugger, is apparent. Look at the traditional four-year college or university as examples of movements that have lost their way in organizational labyrinths. Avoiding the pitfalls will require continued insistence on doing what the community college

does best rather than what a faculty member or a legislator or a labor union might want. Dugger recommends that "the community college people establish...a curriculum group to produce a coherent program of general education in modules that can be varied as locally desired by any or all of the thousand community colleges."

*B. Blocker, Clyde E.; Plummer, Robert H.; Richardson, Richard C., Jr. The Two-Year College: A Social Synthesis. Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1965.

Experienced community college administrators, these authors have attempted to examine the relationship between the institution and the society it was created to serve. Unlike the European style institutions of higher education that have been imported, the community college is indigenous to America. It serves its community; hence, it is the most egalitarian of the higher education institutions. Despite the fact that this book is ten years old, it is still the best analysis of the community college and its components. Separate chapters are devoted to every facet of operations and organizational patterns are recommended.

C. Gleazer, Edmund J., Jr. This is the Community College. Boston: Houghton Mifflin Company, 1968.

Even with the limitations of time (1968), Gleazer's book is still the best general introduction to the American phenomenon known as the community college. Gleazer, president of the American Association of Community and Junior Colleges, is a strong partisan, but he is also a keen observer. He tries to set the community college within the context of higher education while reviewing the search for identity. The twenty pages given to the historic development are very succinct. Most topics of concern--comprehensiveness, role in the community, selection of a president, governance, tuition policy--are discussed.

*D. Carnegie Commission on Higher Education. The Open-Door Colleges: Policies for Community Colleges. New York: McGraw-Hill Book Company, 1970.

Although somewhat dated, this publication provides a ringing statement in defense of the community college. Its recommendations are precise. Without qualifications, the report calls for open access. To this end, community colleges should be within commuting distance of every potential student.

E. Monroe, Charles R. Profile of the Community College: A Handbook. San Francisco, Calif.: Jossey-Bass, Inc., 1972.

One of the principal values of this book is that it is the most recent of those on the list. Monroe, now retired, was a long-time community college president. He provides a good overview of the history and the current issues, as is the case with Blocker and Others. However, no philosophical position is taken here.

F. Cross, K. Patricia. Beyond the Open Door. San Francisco, Calif.: Jossey-Bass, Inc., 1971.

The open door resulted from a national commitment to extending opportunities previously reserved for the socially elite and the academically meritorious to all. Those students who come through the door are termed "new students"--new to higher education. The "new student" has barriers to overcome--low socioeconomic level, low tested academic aptitude, female, older, and membership in racial minorities. Cross' thesis is that institutions of higher education are not prepared to educate this new student whom traditional education has failed in the past. And, unless substantial changes are made, it will fail him in the future. Judgment of the community college will not be made on the basis of its philosophical departure from tradition so much as it will be on the results it produces "beyond the open door."

G. Cross, K. Patricia. "What the Community Colleges Have Learned Since 1970." AGB Reports. (November/December 1975), pp. 42-44.

Cross, a research psychologist with a happy facility for clarity in writing, and, fortunately for us, with a great interest in the community college, examines what is being done by community colleges to cope with those poorly prepared students who enter the open door. Access to higher education is not enough. Every student represents in varying degrees a challenge to teachers to devise the learning strategy to best produce effective learning at costs that can be afforded. Between 1970 and 1974 Cross found increases in team teaching, emphasis on audiovisual aids, skill centers, peer tutoring, programmed instruction.

H. Medsker, Leland L. The Junior College: Progress and Prospect. New York: McGraw-Hill Book Company, Inc., 1960.

This is a research study examining the role of the institution, the students to be served, the programs to be offered, the transfer function, and the faculty attitudes. Also included is a report from eighteen states. Chapter 9 provides a view of the next ten years. Since those ten years are now history, it is interesting to see how the community college exceeded even the expectations of one of its most astute observers. If one wishes to follow up on Medsker's early work (1971), consult Breaking

the Access Barrier: A Profile of Two-Year Colleges by Leland Medsker and Dale Tillery.

I. Clark, Burton R. The Open Door College: A Case Study. New York: McGraw-Hill Book Company, Inc., 1960.

As an egalitarian institution, the community college has an open-door philosophy. More than any other, this philosophical precept is the cornerstone of the unique institution. Clark, a sociologist, provides a detailed but readable case study of San Jose Junior College in the first four years of its operation. The relationship of the college to the school district and its technical institute as well as to a state college in the same town are carefully depicted. The junior college had to discover its own identity--an identity different from the high schools, the technical institutes, and the state colleges. The principal characteristic was the open door, through which came a diverse student body whose needs had to be met. How a fledgling junior college developed is a captivating story.

J. Zwerling, L. Steven. Second Best: The Crisis of the Community College. New York: McGraw-Hill Book Company, 1976.

Although Zwerling is a program director at Staten Island Community College, Second Best is not pro community college. His thesis is that community colleges are not egalitarian institutes designed to foster social and economic mobility but rather, institutions supported by the elite to sustain the status quo by providing students a "cooling out" period. During the "cooling out" period, the counselors work their magic, dispel the inspiration for advancement, and leave the student accepting a lower job while believing he failed. This process supports the hierarchical structure of both higher education and society.

IV. The Role of the Trustee

There is no course of study for a trustee. There are no credentials and no license to be issued. Nonetheless, the responsibility is great. The responsibility rests with the individual trustee to educate himself, with the board to which he belongs, with the president who serves as the chief executive officer, and with the organizations--state and national--that have been formed to enhance the effectiveness of boards of trustees.

A relatively new organization is the Association of Community College Trustees (ACCT). It sponsors workshops, publishes reports, and offers services to boards.

The Association of Governing Boards of Colleges and Universities (AGB)

is a well-established national organization. Although its original clientele was almost exclusively four-year college and university trustees, in recent years its publications have included a growing volume of material of interest to community college trustees.

Trustees have a role in the American Association of Community and Junior Colleges (AACJC). This organization continues to publish material of great help to trustees.

An item of endless concern is the question of the role of the trustee. Although little research has been done, one significant piece of research is included in the list below.

*A. Dziuba, Victoria, and Meardy, William (Eds.) Enhancing Trustee Effectiveness: New Directions for Community Colleges. No. 15. San Francisco, Calif.: Jossey-Bass, Inc., 1976.

The editors are both with the Association of Community College Trustees (ACCT). Dziuba is the director of trustee services and Meardy is the executive director. Fifteen articles, most of which are written by trustees for trustees, are concerned with enhancing trustee effectiveness.

George Potter, a trustee of Jackson Community College (Michigan), is the author of the first and best article, "Responsibilities." Potter provides a workable generalization, "The sole concern of the trustee is the welfare of the college and the community it serves." From there he lists eleven responsibilities which, if executed well, will make an effective board:

Selecting, evaluating, and terminating the president;

Ensuring professional management of the institution;

Purchasing, constructing, and maintaining facilities;

Defining the role and mission of the college;

Engaging in public relations;

Preserving institutional independence;

Evaluating institutional performance;

Creating a climate for change;

Insisting on being informed;

Engaging in planning; and

Assessing board performance.

The other articles are brief and cover such subjects as changing roles; election or appointment of trustees; the female trustee; self-evaluation; management teams; policy development; law and the board; preparing for collective bargaining; lobbying; finance; governance tasks; enrollment crises; and future trends. A section on further information is prepared by the ERIC Clearinghouse for Junior Colleges.

B. Zoglin, Mary Lou. Power and Politics in the Community College. Palm Springs, Calif.: ETC Publications, 1976.

Mary Lou Zoglin is a member of the Board of Governors for the California community colleges and a former elected community college trustee. Her concern is community college governance and the roles played by the various forces constituting the governance structure. Various changes are identified in terms of institutional autonomy; internal struggles; intra-segmental conflict; the role of the public; conflicting philosophies; lay vs. professional control; and state vs. local control.

*C. Pray, Francis C. A New Look at Community College Boards of Trustees and Presidents and Their Relationships: Suggestions for Change. Washington, D.C.: American Association of Community and Junior Colleges, 1975.

This observer looks at the trustees' role and examines both thoughtfully and constructively the relationship of the board and the president. Pray observes that as community colleges are different from other sectors of higher education, so their boards are different from other boards. These differences are apparent in terms of size (87 percent have fewer than ten members); more frequent meetings (an average of 12 times a year); a mode of "public-ness"; and frequently shared governance with a statewide board. Pray also provides a list of duties relating to the origin, composition, organization, and operation of boards. These include duties to be accountable, to be knowledgeable, to reason and reflect, to be effective, to be decent, to decide what the college is all about--the mission, and the duty to be sure. To complete a fine booklet, Pray also provides a short, selected bibliography of fifteen significant works.

D. Drake, Sandra L. A Study of Community and Junior College Boards of Trustees. Washington, D.C.: American Association of Community and Junior Colleges, 1977.

In 1975 the AACJC published a paper by Francis C. Pray--A New Look at Community College Boards of Trustees and Presidents and Their Relationships in which further areas of study were suggested. By

means of a questionnaire, Drake examined such areas designated by Pray as the various types of boards responsible for governing, advising, and coordinating two-year colleges; the composition of these boards in terms of numbers of members, their occupations, ages, sex, and ethnic background; selection of board members; methods of operation characterizing these boards; the ways in which boards and their presidents react to current issues and problems; resolution of questions concerning policy-making and management roles; the strengths and weaknesses of these boards; and the issues of greatest concern to boards of trustees.

Chairpersons of 54[illegible] boards of public two-year colleges were sent questionnaires and 81 percent responded. The study provides the best demographic data available, more recent and better t[illegible]n Harnett's report of 1969.

The characteristics of a public two-year college trustee are that he (only 15 percent are "she") is between the ages of 50 and 59, in an executive or managerial position, and earns between $25,000 and $50,000 per year. Only one percent of the presidents and chairpersons stated that considerable time is now being spent on the consideration of educational programs. However, 49 percent of the presidents and 48 percent of the chairpersons thought that considerable time should be spent on the subject. Too little time is spent on long-range planning.

Forty-five percent of the presidents thought that boards should spend a minimal amount of time on administrative matters, while only two percent of the chairpersons agreed. Conversely, 65 percent of the chairpersons thought that considerable time should be devoted to administrative matters.

E. Nason, John W. The Future of Trusteeship: The Role and Responsibilities of College and University Boards. Washington, D.C.: Association of Governing Boards of Colleges and Universities, 1974.

Many trustees are familiar with this publication--a report to the Commission on the Future of the Association of Governing Boards of Colleges and Universities. The author, John Nason, is an experienced educator, having served as president of both Carleton and Swarthmore Colleges. His thesis is realistic and positive--"that the governing boards of higher education, if they are prepared to rise to the opportunities, have a more important role in the years ahead than at any time in this century." The conditional dependent clause is critically important--"if they are prepared to rise to the opportunities...." Traditional responsibilities continue but new responsibilities appear. Amid conflicting forces within society and amid adversarial forces within the institution, the board must set a course for the institution. Once set, the board has the added responsibility to examine progress and performance. "Only strong

boards which command public respect for the kind of job they are doing can effectively champion institutional autonomy."

Nason, like Cosand, contends that trustees will not only need to do a better job, they will need to do a different job, one requiring "new kinds of wisdom, courage, patience, sensitivity and understanding as they chart new courses for their institutions and develop new patterns for their governance." He puts forth three propositions: 1) that the traditional model of governance is inadequate for current and future circumstances; 2) that the present period of confusion and uncertainty represents an opportunity; and 3) that governing boards need to play a major role in shaping the destiny of higher education.

What are the major responsibilities of the board of trustees in the years ahead? Nason lists these as Standard Expectations and the New Demands. Selection, retention and termination of appointment of the president; financial support and management; maintenance and expansion of physical plant; and public relations fall in the former category while New Demands includes clarification of purpose; assessment of performance; bridge between community and campus; preservation of institutional independence; court of final appeal; and self-evaluation.

F. Perkins, James A. (Ed.) The University as an Organization. New York: McGraw-Hill Book Company, 1973.

One of the many reports for the Carnegie Commission on Higher Education, containing four chapters that deal with trustees: "Higher Education and the Law" (Lyman A. Glenny and Thomas K. Dalglish); "Conflicting Responsibilities of Governing Boards" (James A. Perkins); "Trustees and the University Community" (Samuel B. Gould); and "Internal Organization of the Board" (Morton A. Rauh).

Of the four chapters, a trustee would probably find Rauh's chapter most helpful. He looks at the structures (formal and informal) of the board, the membership on the board, and the orientation of trustees. Glenny and Dalglish have provided a service by tracking historically the growing involvement of the law in the affairs of higher education.

G. Pray, Francis C. "Trustees Revisited." In L.C. Vaccaro (Ed.), Reshaping American Higher Education. Irving, Tex.: A.M.I. Press, 1975.

This chapter is different in tone, approach, and purpose from the Pray booklet reported earlier. It represents some further thoughts after the publication of The New Trusteeship.

One of the strengths of Pray's article is the analysis he has given to the relationship between the president and the trustee. His argument is that great boards do not tolerate indifferent performance on the part of the president and that great presidents are always working to help create powerful and creative boards. It is an axiom that both a competent board and a competent president are required for success. If one or the other element is less than adequate, institutional success will be lacking.

A mini-test for trustees and another for the president is included with five questions for the trustee. (Each question is scored up to 20 points. If the composite is 80 or better, the indication is that an effective trustee took the test.)

1. Does the institution perform a useful role? This role--forcefully, persuasively? Can he or she explain clearly how the role contributes to society and to humanity? Has the role been re-evaluated recently enough to see if it fulfills the mission originally set forth for the institution?

2. Does the trustee know whether or not programs are of good quality? Does the trustee have adequate information as to the quality of the faculty? Figures on comparative faculty salaries? Degrees? Does he or she have a grasp of the tenure problems and their implications for economic and educational policy? Is the board concerned that there be policies to provide flexibility in curriculum as needs change?

3. Does the trustee have a clear picture of the adequacy of management? Of the president? And his management team? Has the board established a basis for judging the effectiveness of the management team in terms of objectives to be accomplished? Does management provide relevant information for policy making? Is the budget process and planning operation sound? Is the development operation economically sound? Are the plans for the future both inspiring and pragmatic?

4. Is the board itself effective? Is each trustee the best that can be had--in each role? Are meetings of the board effective experiences? Is there a program to keep the board alert?

5. Has the board a broad financial policy? Does each trustee understand the sources of funds? Has the board reached a consensus on financial priorities to carry out the plan developed? Has the board a tuition policy consistent with the philosophical goals of the institution? Is the management of financial resources aggressive and productive?

H. Cosand, Joseph P. "The Community College in a New Period of Change." AGB Reports. (September/October 1975), pp. 32-42.

Cosand, the founding president of the Junior College District of St. Louis, is now professor of higher education and director of the Center for the Study of Higher Education at the University of Michigan. He was a member of the Carnegie Commission on Higher Education and a former Deputy Commissioner of Education in the U.S. Office of Education.

Before looking at what the next 25 years may bring, Cosand does a succinct job of sketching the development of the community college for boards of trustees.

"The prime responsibility for a community college board of trustees today...is the establishment of an ongoing evaluation and planning structure to provide the staff and the board with the facts needed to meet the often unexpected pressures of change." Changes will be abundant--changes in student mix, in curriculum, in goals, in responsibilities, and in governance. Cosand goes right to the heart of the matter--the selection of board members. Whether selected through appointive or elective processes, the members must work together if the prime responsibility of the board is to be fulfilled. Without any muted words, Cosand says "a board member will not contribute to the strength of the college if he or she represents, in board discussions or decisions, only the viewpoint of a segment of the community. All board members must strive to represent all of the people served." In addition, he warns: "Weak or factionally split boards create a climate which invites increasing state intrusions and perhaps eventual state control through state community college boards, or through state boards for higher or for postsecondary education."

Helpful suggestions are offered on a number of important topics--relations with the president, lay advisory boards, organizing the board meeting, faculty input. Setting institutional goals is singled out for special emphasis due to the importance of the task and its general neglect in favor of the day-by-day activities. Cosand recommends a five- or ten-year plan, annually updated, which should include: philosophy and objectives--institutional goals; student profiles; college curricula; student services; projected enrollments by curriculum; staff needs--faculty and administration; instructional media--learning centers; applied research and development; projected costs; projected income; needed facilities; and additional financing.

In order to develop, execute, and evaluate a plan, a well-trained staff is needed. However, Cosand bluntly cautions against trends to impose a management system on the staff. While he has no objection to Management by Objectives (MBO), he objects only to imposing it because the system will not work unless the personnel involved understands it, believes in it, and is trained in its application.

V. Statewide Boards

In many states a local board of trustees will find it necessary to work with--or be directed by--a state board. This situation gives rise to one of the most perplexing problems of the day, viz. the search for a balance in the relationships and responsibilities of state boards and local boards.

A. Gleazer, Edmund J., Jr., and Yarrington, Roger (Eds.) Coordinating State Systems: New Directions for Community Colleges. No. 6. San Francisco, Calif.: Jossey-Bass, Inc., 1974.

There are ten articles in this sourcebook and a working bibliography assembled by the ERIC Clearinghouse for Junior Colleges.

Gleazer's initial article, "New Mandate for Coordination," not only introduces the succeeding articles but also argues that coordination is mandated as a result of the great number of agencies involved. Roger W. Heyns, president of the American Council on Education, contends that the central purpose of coordination is to produce the most effective use of resources. To Heyns and to others, the large issue is not state board/local boards but rather coordination within the large and varied family of postsecondary education, a family which resides on local, state, and national levels and embraces both public and private institutions, two- and four-year institutions, academic and vocational.

James L. Wattenbarger and Ray L. Medford examine the single concern of articulation--transfer between two- and four-year institutions. Richard Millard's article, "Integrating the Strengths of Private, Public, and Proprietary Institutions," argues again for coordination "with the help of state planning to build an effective, pluralistic system."

In "Community Colleges Should Not Go It Alone" Bill J. Priest says that community colleges will benefit through cooperation in non-competitive areas. Lyman L. Glenny states flatly that the immediate future indicates greater and fuller involvement by community colleges in the planning and financial control imposed by the state, while S.V. Martorana raises the central issues of coordination by using New York State as an example.

Sidney W. Brossman's article, "Decentralization in California," explains how the Board of Governors has maintained a balance between coordination at the state level and local control while producing a healthy system. Brossman is the former state director of California community colleges. In California there are 99 campuses operated by 69 local boards of trustees. One of the keys to the acceptable operation is the fact that the state provides 50 percent of the cost, and the balance is raised at the local level. In a financial sense, the Board of Governors and the local boards

of trustees are equal partners. Another example is provided by Lee G. Henderson--Brossman's counterpart from Florida. Here coordination of all education is done at the state level without impairing local autonomy. The last article is also by a state director, Fred Wellman of Illinois. He argues for coordinated data collection in order to improve management. A common data base is essential for accountability.

B. Berdahl, Robert O. (Ed.) Evaluating Statewide Boards: New Directions for Institutional Research. No. 5. San Francisco, Calif.: Jossey-Bass, Inc., 1975.

Although only two articles in this book will be noted in some detail, two others will be briefly cited--"Evaluating Planning by Statewide Boards" by Patrick M. Callan, who is now the Executive Coordinator of the Washington Council for Postsecondary Education, and "Statewide Coordination: A Personal Comment" by Charles E. Odegaard, former president of the University of Washington.

In "Can State Systems Adapt Models of Business Decentralization?" Fred F. Harcleroad examines the important problem of evaluation within a statewide system. He believes that the statewide system and separate institutions should, as far as possible, be evaluated on comparable performance measures, and suggests eight criteria stated as questions:

1. Are institutional or system functions explicitly stated, understood, and implemented by administrators and faculty members?

2. Are long-term system and institutional objectives clearly stated, updated annually by an orderly process, and available for all concerned to use?

3. Are annual system and institutional objectives in operational and fiscal plans clearly stated, developed in an open system with wide participation, with the resulting document available to all concerned?

4. Is decision-making at either the system or institutional level carried on expeditiously and with prompt reporting to the persons who will have to implement the decision?

5. How expeditious is the execution of decisions?

6. Is there a well understood and regularly reported system of educational evaluative audits which is carried on annually to measure the achievement of agreed-upon budgetary objectives?

7. Does the audit extend to both the system office and each of the individual institutions?

8. Does the educational audit provide clear evidence of (a) effective delivery of formal and informal learning opportunities for students, (b) adequate, quantitative records of student achievement, (c) continuing scholarly study of the various faculty members, (d) effective conduct and reporting of research, both basic and applied, in the institutions charged by the state with this function, (e) effective delivery of public service programs in the areas of institutional responsibility, and (f) provision for critically needed change in content of courses, academic programs, research areas and methodologies, and new public service areas?

The second article of special interest is this quarterly is by Robert Graham, a member of the Florida state senate. Senator Graham cites five skills which a statewide body must possess if it is to function effectively in translating legislative public policy into daily operations:

Anticipations: How well does the board anticipate issues and develop strategies of response? A good board attempts to anticipate five to ten years in advance. How perceptive was the board?

Values: What is the source and value system utilized by the board in arriving at substantive policy decisions? Can conflicting values be weighed? How does the board react?

Management: Does the board's internal management policy equip it to discharge its responsibilities? Does its information system provide data on which informed managerial decisions can be made and implemented?

Flexibility: Does the decision-making process of the board provide for input from a diversity of viewpoints prior to a decision? Does the board have an effective advisory structure which permits counsel from students, faculty, administration, trustees and the general public? Has the board the confidence to accept criticism and to respond positively?

Politics: How effective is the State Board with other political bodies, including the legislature?

VI. Governance

Without the tradition of the four-year college and university sector, the community college has been beset by difficulties in seeking an acceptable and workable pattern of governance (Zoglin). The Carnegie Commission has provided a broad but useful definition of governance "as the structures and the processes of decision-making."

*A. Richardson, Richard C., Jr.; Blocker, Clyde; Bender, Louis W. Governance in the Two-Year College. Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1972.

Few books in the community college are written as well as this one. The authors are knowledgeable about community colleges, about organizational theory, and about the application of the theory in a community college setting. Indeed, seldom does one find theory applied so lucidly to a single environment as is the case here.

The book is arranged in three parts: 1) The Context, 2) The Theory, and 3) The Organization. Clearly, the authors believe in participatory governance. "The alternative we suggest is the participative model which has as its goal the development of cooperative relationships among all members of the college community as opposed to confrontation." The authors conclude that their alternative is not easy, that many behaviors will need to be unlearned.

Another value of the book is that if one is not familiar with the language and concepts of systems, of management theory, of organizational principles, he will find here a clear explanation with application to community colleges rather than to business and industry.

The highlight of the book is Chapter Nine, "Structure of Governance." On page 191 the authors present the model which represents their alternative for college governance.

B. Richardson, Richard C., Jr. (Ed.) Reforming College Governance: New Directions for Community Colleges. No. 10. San Francisco, Calif.: Jossey-Bass, Inc., 1975.

Richardson is a well-known authority on governance. Except for an introduction, the nine articles are short case studies of experience in governance in this country and Canada. The articles are uneven, and the entire issue below the quality of most of the other issues in the series. The emphasis on the actual experiences is a welcome departure from the theoretical treatise. Many of the articles serve as a practical reminder that governance is a painful process involving considerable time and energy. With all these burdens, it is less costly than the absence of a process would be. Change within humans is slow and difficult.

Richardson's introduction is a good survey of governance in the community college circa 1975.

C. Corson, John J. The Governance of Colleges and Universities. New York: McGraw-Hill Book Company, 1975.

This is a revised edition of one of the classics in the literature of higher education. The original edition was published in 1960. A brief comparison quickly illustrates the vastness of the changes which have taken place in higher education in fifteen years. For example, in the 1960 edition there was not even a mention of collective bargaining or minorities or accountability. Over the last fifteen years Corson has consulted with more than forty colleges and universities on the subject of governance. While community colleges receive little notice, much that is said does have application. Every facet of the enterprise is examined in a thoughtful manner.

D. Carnegie Commission on Higher Education. Governance of Higher Education. New York: McGraw-Hill Book Company, 1973.

This book is one in a series of twenty-one reports published by the Carnegie Commission. Twenty-six recommendations are made, some of them controversial.

Chapter 5, "The Role of the Board and of the President," is especially useful to trustees. In the context of governance, the Commission cites six functions of the board: to hold and interpret the "trust"--the responsibility for the long-run welfare of the total institution; to act as a "buffer" between society and the campus, resisting improper external interference and introducing a necessary contact with the changing realities of the surrounding society; to be the final arbiter of internal disputes involving the administration, the faculty, and the students; to perform as an "agent of change," in what is historically a conservative institution, deciding what changes should be encouraged and when; to assume the basic responsibility for the financial welfare of the campus; and, above all, to provide for the governance of the institution.

VII. Collective Bargaining

Collective bargaining continues to draw considerable attention, with two significant recent developments. First, some empirical evidence is beginning to appear, as reported in Kemerer and Baldridge's book and in the essay done by Garbarino for the Carnegie Council on Policy Studies. The second development is the fact that two books have appeared with a decided optimistic note. The handbook prepared by Angell, Kelly, and Associates sounds a hopeful note. The authors contend that the process is neutral. Metzler contributes a very practical and constructive book to the literature. Absent are the roaring rhetoric of the partisans and the theoretical conclusions reached in splendid isolation. The Chronicle of Higher Education has continued to provide a valuable service by issuing the second edition of its handbook "Faculty Collective Bargaining." Its information is current through October 21, 1976.

A. Means, Howard B., and Semas, Philip W. (Eds.) Faculty Collective Bargaining. (Second Edition). Washington, D.C.: Educational Projects for Education, 1976.

This short and useful handbook is compiled by The Chronicle of Higher Education. It is a valuable reference for anyone wishing to obtain up-to-date information in a well-organized, easy-to-read format. Of special significance are two articles under "Strategy." The first is for faculties and is written by David L. Graham, a negotiator for the NEA. The second is for management and is written by Caesar J. Naples, chief bargainer for the State University of New York. Included is a review of the salient points in the laws for the twenty-four states that have enacted legislation.

*B. Metzler, John H. Collective Bargaining for Community Colleges. Washington, D.C.: Association of Community College Trustees, 1976.

Despite the many volumes on the subject of collective bargaining, too little has been written on a practical level about the process in the community college. It is reasonable to assume that a book by one who has negotiated for management and is published by ACCT, the trustees' association, would present a point of view favorable to management. This assumption is totally wrong. Metzler has put together a short volume that is fair, helpful and important for every community college trustee.

In fifteen brief chapters, Metzler goes through every phase of collective bargaining from the legal status to living with the law. Chapter III, "The Negotiating Team," provides a good example, which includes five important factors: the make-up of the professor's negotiating team; information necessary to the employer team; the philosophy of the board of trustees as it pertains to collective bargaining; possible legal restrictions upon the selection of negotiating personnel; and the bargaining techniques to be used.

C. Angell, George W.; Kelly, Edward P., Jr.; and Associates. Handbook of Faculty Bargaining. San Francisco, Calif.: Jossey-Bass, Inc., 1977.

While collective bargaining is usually seen as an adversarial process, Angell and Kelly, director and associate director respectively of the Academic Collective Bargaining Information Service (ACBIS), assume that "bargaining is a neutral process that becomes what the parties make of it." To assist the parties, Angell and Kelly, together with a host of other authors, have compiled a handbook. Their hope is to change the adversarial role they have perceived in the three years they have travelled the

nation. "Our conversations with more than a thousand college presidents and vice-presidents have yet to reveal more than three or four who have genuine admiration for the work of union leaders.... In turn, union leaders appear to see university executives as people who jealously guard their authority in order to make unilateral decisions in whatever way they feel best suits their own perceptions of the university's needs and with little regard for the needs of faculty members."

The consequence of this powerful discord is the intervention of a third party--mediators, fact finders, and arbitrators--who create new problems by a "lack of understanding of, and sympathy for, the unique character, purposes, and processes that have produced academic integrity, unfettered research, and an independent source of human inspiration and renewal."

This handbook takes "a strong position as to the neutrality of the bargaining process while pointing out its capability of serving simultaneously the goals of union, management, and institution." Its theme is to make "clear that knowledge of both management and union perspectives essential for each party in order to develop and maintain a realistic and positive attitude essential for resolving the complex issues submitted to bargaining." Its five sections include: Preparing for Collective Bargaining (7 chapters); Negotiating the Contract (12 chapters); Administering the Contract (4 chapters); State-wide Bargaining (3 chapters); and New Opportunities for Leadership (4 chapters).

D. Garbarino, Joseph W.; Feller, David E.; Finkin, Matthew W. Faculty Bargaining in Public Higher Education: A Report and Two Essays. San Francisco, Calif.: Jossey-Bass, Inc., 1977.

This statement by the Carnegie Council on Policy Studies in Higher Education is brief and addressed to three issues: Who decides on unionization? What is subject to control through collective bargaining? Who is the employer?

Garbarino analyzes the structures in several states: New York, New Jersey, Pennsylvania, Massachusetts, Rhode Island, and Hawaii. The essay is familiar as essentially the same material has appeared elsewhere. He does identify five problem areas: 1) the bargaining structure and the identity of the employer; 2) the budget process; 3) the organized students' role in faculty collective bargaining; 4) bargaining in multi-institutional systems, and 5) bargaining units and internal institutional administration.

The most helpful part of the book is the essay by Feller and Finkin, which addresses legislative issues. The Council observed that there were differences between the Council position and the views expressed in the essays. One of the clearest differences is on

the subject of scope. The Council takes the restrictive stance by recommending that scope be restricted to wages, hours, and conditions of employment. Feller and Finkin take the broad stance. There should be no restrictions placed on the scope of bargaining.

E. Kemerer, Frank R., and Baldridge, J. Victor. Unions on Campus. San Francisco, Calif.: Jossey-Bass, Inc., 1975.

How has collective bargaining in practice changed governance practices on the campus? The authors used research data from collected questionnaires sent to 17,000 individuals in more than 540 institutions (240 non-union and 300 unionized). Seven case studies of institutions are also used; unfortunately, none is a community college.

The conclusions carry the following assessment that collective bargaining: 1) will realign the major power blocs on campus, especially the role of faculty senates, 2) will permit faculties to benefit in job security and economic matters, and 3) will extract both at a high cost.

The authors also observe, as does Ernst, that collective bargaining forces decisions upward, thereby increasing the significance of the role to be played by trustees in campus governance. However, if there is a bias on the part of the authors, it is their stated preference for a political model of governance. This process is one of shared governance with no bloc possessing sufficient authority to impose its will on others but seeking to form workable coalitions to achieve favorable decisions.

In the opening chapter the authors present a detailed list of twenty-seven findings which resulted from their study. This is a significant book because it provides new insights to the impact collective bargaining is having on the campus.

F. Ernst, Richard J. (Ed.) Adjusting to Collective Bargaining: New Directions for Community Colleges. No. 11. San Francisco, Calif.: Jossey-Bass, Inc., 1975.

One of the problems in understanding collective bargaining at the community college level is that the bulk of the literature is about the impact at the four-year level. In fact, there is an inverse ratio at work between the volume of writing and the practice. Collective bargaining has been most evident at the two-year level while the literature is almost entirely devoted to its impact on the four-year tradition. This sourcebook, which does much to focus on the impact of collective bargaining at the two-year level, is one of the best in the New Directions for Community Colleges series.

Fred L. Mathews, who has been chairman of the board at Southwestern Michigan College, warns that trustees have been losing at the bargaining table and, as a consequence, the public has been losing. He sets forth a strategy that is hard, tough, and proven, concluding that "The only hope for preserving quality education rests with trustees who will resolve not to bargain away accountability, productivity, rationality, or control of the institution during the pressures of collective bargaining."

Another very useful article is "Using Consultants" by Eric Rhodes. He does not equivocate. Hire a consultant for best results. The concluding chapter by Richard J. Ernst, the editor, is an excellent summary. Two of his topics are especially timely: 1) Governing board authority and 2) Centralized decision making. His conclusion on the first issue is that trustees will have expanded responsibilities under collective bargaining and will therefore find it necessary to prepare themselves better. On the second issue, one sentence puts the whole issue into focus: "When public institutions receive a greater portion of their funds from the state, bargaining must of necessity take place near the source of those funds--the legislature and the governor's office."

G. Garbarino, Joseph W. (in association with Bill Aussieker). Faculty Bargaining: Change and Conflict. New York: McGraw-Hill Book Company, 1975.

This is a report prepared for the Carnegie Commission on Higher Education. It is a sensible book, based on the thoughtful observations of experienced and seasoned observers. Aussieker contributed a chapter on the community college. While he presents nothing that is startling, he does present a clearly written summary and does raise the issues which will need to be resolved in the future.

What again becomes clear is that collective bargaining has changed the process of governance (i.e., the structure and process of decision-making). Garbarino concludes that "the union institutionalizes the management of discontent."

H. Vladeck, Judith P., and Vladeck, Stephen C. (Eds.) Collective Bargaining in Higher Education--The Developing Law. New York: The Practicing Law Institute, 1975.

I mention this book for one reason only; it is an excellent resource for technical information relating to the law on collective bargaining. It is not a book for beginners. The articles are written by people with a working knowledge. The very existence of the book provides clear evidence that collective bargaining with its contract, its grievance procedures, and its reliance on due

process has taken many of the decisions from the campus to the courts, from trustees and academics to lawyers.

I. Carr, Robert K., and Van Eyck, Daniel K. Collective Bargaining Comes to the Campus. Washington, D.C.: American Council on Education, 1973.

The strength of this book is that it is well written and carefully researched but dispassionate. The weakness for community college trustees is that it is written with the public and private four-year colleges and universities in mind. Although many of the concerns and problems apply also to community colleges, the differences in tradition between the sectors are vitally significant.

In eight chapters the authors cover the major topics from the history of collective bargaining to administering the contract. Chapter eight is a balanced attempt to evaluate faculty bargaining at this time. Quite clearly, the process is changing the world of higher education, but what form those changes will take is not yet known. Evidence to date is inconclusive on whether faculties have won more in either better wages or shorter hours as a result of collective bargaining. The anticipated trade-off of better wages for greater productivity has not occurred. The potential impact of collective bargaining on governance is great. Is collective bargaining to be the process of governance? For one thing, collective bargaining has expanded the role of trustees at a time when some considered boards an anachronism. At the same time, the role of the president is an uneasy one. The bilateral feature of the process casts doubts on any viable role for students. Finally, it appears that the process will change the image of the faculty, although for community colleges the loss of image seems insignificant. A current and extensive bibliography is provided.

J. Howe, Ray. The Community College Board of Trustees and Negotiations with Faculty. Washington, D.C.: American Association of Community and Junior Colleges, 1973.

This short booklet (48 pages) is a joint publication of AACJC and ACCT (Association of Community College Trustees). Howe is an experienced negotiator.

Since the book is written for trustees, it is not surprising that considerable space is given to the role and responsibilities of the board in the process. In addition, however, the relationship of the negotiator and the board is examined as is the role of the president. The emphasis is on the practical. This is a down-to-earth booklet.

VIII. Educational Issues

The community colleges offer trustees a limitless array of critical issues. Fortunately, there is a rich supply of books, articles, and reports covering in detail almost every issue.

Trustees generally have been silent on critical issues like staff development. If trustees understood and accepted the role of the community college in fostering teaching/learning for all who enter the open door, they would take a leadership role in promoting staff development. Considerable material has been written on the subject. Only one book is included in this list, but it is a significant book--Toward Faculty Renewal by Jerry Gaff.

How can (should) the student affairs functions support and supplement the instructional program? If the purpose of the institution is to foster student development, these two activities need to work more closely together than they do currently. Miller and Prince provide not only a theory but numerous examples of successful practice.

What is the college's response to the community? How can the college become a change for the community? These issues, as well as others, are examined by Arthur Cohen and Associates.

The list of issues is endless. Finances, reduction-in-force, part-time faculty, political activities--all have attracted thoughtful publications.

A. Priorities for Action: The Final Report of the Carnegie Commission on Higher Education. New York: McGraw-Hill Book Company, 1973.

When this final report was published, it marked the end of a $6 million examination of higher education by the Carnegie Commission on Higher Education--the most thorough analysis ever undertaken. Over a six-year period the Commission issued 21 reports. The final report is a summary but not a substitute for the 21 reports. The titles of some of the reports reflect the range of the Commission's investigations: A Chance to Learn, The Open-Door Colleges, The Capitol and the Campus, The More Effective Use of Resources, Governance of Higher Education, Higher Education: Who Pays? Who Benefits? Who Should Pay?, Continuity and Discontinuity: Higher Education and the Schools, and Toward a Learning Society.

From the 21 reports came a large number of recommendations which in this report are grouped around six priorities. Each implies action. What direction should the action take? Those priorities for action include clarification of purposes; preservation and enhancement of quality and diversity; advancement of social justice; enhancement of constructive change; achievement of more effective governance; and assurance of resources and their more effective use.

One of the values of the work of the Commission for a trustee is

that it provides a good overview of the entire field of higher education while cataloging rather precisely the issues which confront policy-makers.

The Commission also published a digest of the reports (A Digest of the Reports of the Carnegie Commission on Higher Education). One chapter in a section entitled "Who Should Do What?" deals with trustees.

*B. Cross, K. Patricia. Accent on Learning: Improving, Instructing, and Reshaping the Curriculum. San Francisco, Calif.: Jossey-Bass, Inc., 1976.

Of all the books mentioned in this reading list, Accent on Learning may be the most significant in terms of its impact on the future course of higher education. Dr. Cross perceives the makings of an instructional revolution, for which she argues.

Accent on Learning should be carefully examined by the entire campus community. What is significant is not what the catalog declares the curriculum/course to be, not what the instructor teaches, but what the student learns. Much is known about catalogs. Much is known about how curriculum experts organize subject matter. Little is known about how learners learn. Until more is known and applied, especially in the community college, the open door will represent, in many respects, a cruel hoax because it will raise expectations only to dash them.

Cross observes that "Although we have proved that we can deliver on our promise to open the doors of access to college, we have not demonstrated that we can deliver an education that is attractive and useful to the majority of the American public--the kind of education that develops individual talents."

She calls for "mastery learning." Unlike many, she does not conclude that mass education will result in the diminution of standards. "Ironically, the influx of large numbers of New Students into colleges has brought about individualization of instruction. 'Mass education,' it turns out, is not the inevitable route to 'education for the masses.' Indeed, the very diversity of the masses calls for the abandonment of mass approaches to education."

C. Gaff, Jerry G. Toward Faculty Renewal. San Francisco, Calif.: Jossey-Bass, Inc., 1975.

Gaff's book is a logical companion to Accent on Learning. In the learning process faculty members are an essential resource. Their professional improvement in a rapidly changing world has largely been an individual obligation albeit supported frequently by salary recognition. No business enterprise could hope to survive if it

invested as little in staff development as do the colleges and universities of this nation. True, in an economically depressed era, it may not make good sense to try to divert sorely needed resources to new areas. Nonetheless, that is precisely what must be done if the changes needed to serve students not only efficiently but effectively are to become a reality.

D. Miller, Theodore K., and Prince, Judith S. The Future of Student Affairs: A Guide to Student Development for Tomorrow's Higher Education. San Francisco, Calif.: Jossey-Bass, Inc., 1976.

The American College Personnel Association sponsored this book. It is aimed at professional personnel, but if a trustee wished to read one short book about the important area of student personnel services, this would be the book to read.

Too often instructional services and student services work totally independent of each other with the same student. How can faculty and counselors coordinate their efforts to assist in the learning process for the student? This book is rich in illustrations from existing practices which foster student development. The book has two purposes: 1) to outline the basic theories related to integrating human developmental concepts and 2) to describe specific strategies to implement the theories.

E. Marland, Sidney, P., Jr. Career Education: A Proposal for Reform. New York: McGraw-Hill Book Company, 1974.

Career education is a term coined by Sidney Marland when he was U.S. Commissioner of Education. Changes in the structure of the work force have forced a more systematic examination of career planning, including far greater planning and articulation among various delivery systems.

In this book Marland describes his thoughts on career education developed over a period of years. He has tried with considerable success to put substance on a concept that has been popular for a long time. This is the best single source on the subject available, viewing career education as drawing the community into the educational process. In brief, Marland has composed an eloquent statement for a general introduction to the concept of career education.

F. Wirtz, Willard. The Boundless Resource: A Prospectus for an Education-Work Policy. Washington, D.C.: The New Republic Book Company, Inc., 1975.

Wirtz, a former U.S. Secretary of Labor, has developed his prospectus in cooperation with the National Manpower Institute and a council of

twenty-four members, experts all. They examined the means of bringing education and work together, of forging cooperation where separation has been traditional. Here is one world, not two. A policy is needed to unite the two worlds. Wirtz, with his associates at the National Manpower Institute, offers a thoughtful and pragmatic prospectus, pointing out that much of the achievement of the nation is the result of "coordinate forces"--education and work. Ironically, the two forces have had separate developments which have been controlled by "independent institutional sovereignties." The result has been that learning and earning have been separate parts, when in reality they should be an integrated whole. Making the parts a whole is the basis of the prospectus presented.

Three critical elements, which are required if the prospectus is to become a reality, are cited:

> "First, only a comprehensive education-work policy will be effective....
>
> Second, this comprehensive education-work policy will be most effectively developed by a careful and deliberate identification of already established beachheads of consensus regarding particular programs and then by enlarging these beachheads until a broader front for larger changes can be established.
>
> Third, a meaningful education-work policy can be effective only as collaborative processes are devised to both develop and implement the program elements of such a policy. The superior opportunity for this is at the local community level." (Emphasis in last sentence is added.)

Finally, Wirtz, and his colleagues address themselves not only to the preparation period of a career, but they also examine the changes and opportunities which are needed within the career years.

G. Cohen, Arthur M., and Associates. College Responses to Community Demands. San Francisco, Calif.: Jossey-Bass, Inc., 1975.

More clearly than any other book in this bibliography, Cohen's book brings into focus the stresses for change in the mission of the community college. The movement has been from the junior college with its primary (almost exclusive) emphasis on transfer programs to comprehensive junior colleges in which the transfer function was supplemented by the occupational, the terminal, the community service missions to community colleges serving their communities by means of an open door to comprehensive program offerings. The next step in the sequence is now upon us. The community college is to become a change agent for community development.

The authors examine the external forces driving the colleges in new directions. These forces are: growing state influence, collective bargaining, the doom of free tuition, and the rise of affirmative action. The next section examines how the institutions have responded to the external forces. There is an examination of the faculty--an interesting analysis. Finally, the open door is re-examined. This essentially conservative book concludes with this warning: "The colleges would do better to accept the idea of no growth and use the time to improve what they have. The managers of many corporate conglomerates have learned to their sorrow that continuous growth leads eventually to diminishing returns and a lack of institutional flexibility. The repeated calls for a 'new mission' are a debilitating diversion."

An added reward is a very extensive and current bibliography.

H. Lombardi, John. Part-Time Faculty in Community Colleges. Topical Paper No. 54. Los Angeles: ERIC Clearinghouse for Junior Colleges, December 1975.

The role and the compensation of part-time faculty in community colleges has been of concern for several years. It is the subject of one of the topical papers prepared periodically by the ERIC Clearinghouse for Junior Colleges at the University of California at Los Angeles.

This paper is cited for two reasons: to introduce trustees to the topical papers and to provide trustees with a source of information which provides a quick overview of a topic with major policy implications. This issue is of concern to the institutions and, in recent years, to the legislature in behalf of the part-time instructor.

The basic questions persist: What is the role of part-time faculty? What should be the role of part-time faculty? What should be the responsibilities, the pay, the fringe benefits, the role in governance, the role in collective bargaining? All of these questions arise and trustees must participate in the answering of them to the benefit of the public, the institution, and the student as well as the part-time faculty members whose professional talents are being utilized. This paper provides a valuable, general introduction with a good bibliography for further reading.

I. Lombardi, John. Reduction in Force: An Analysis of the Policies and Their Implications. Topical Paper No. 48. Los Angeles: ERIC Clearinghouse for Junior Colleges, December 1974.

The format of this paper is the same as with Part-Time Faculty. "RIF" is now a term with emotional connotations which is embedded in the lexicon of higher education. Most colleges have developed

RIF policies; some have had to implement their policies. Since the scene is a rapidly changing one, constant review is necessary. This topical paper is an excellent starting point for a policy review.

When and if a college is confronted with the need to reduce the faculty, the issue will most certainly arrive on the board table and, in many cases, in the courts. This publication could save a board many problems.

J. Lombardi, John. Managing Finances in Community Colleges. San Francisco, Calif.: Jossey-Bass, Inc., 1973.

This book is a product of the ERIC Clearinghouse for Junior Colleges at UCLA. John Lombardi is a consultant at ERIC and a former community college administrator in Los Angeles.

Lombardi has divided his book into three parts. The first part examines the financial crisis in community colleges. The second part examines the sources of revenue--the patterns of finance. The third and longest part contains ten short chapters on correcting the financial imbalance. Everything from per capita costs to increasing faculty productivity is included.

In his Epilogue, Lombardi says, "Since educators are not able and cannot expect to receive sufficient funds, they have had to turn to cost-cutting strategies." Despite cries to reduce the cost of administration, the real costs are in instruction. Economies, if they are to be significant, must be realized in the area of instruction, in the teaching/learning process. This prospect faces genuine resistance through collective bargaining. Lombardi says: "The rise of strong faculty organizations and the legalization of collective bargaining, mandatory in some states, are serious hindrances to economy moves touching the teaching workloads or the role of instructors."

K. Wattenbarger, James L., and Cage, Bob N. More Money for More Opportunity. San Francisco, Calif.: Jossey-Bass, Inc., 1974.

The authors are experienced hands in the field, and their book is a good sequel to Lombardi's. They conclude that the community college represents opportunity for a growing number of people. To fulfill the opportunity will require more money. Where is the money coming from? The authors examine forty-three states and their methods of financing community colleges. The answer on more money is the state. A paradox is offered: "Our main thesis...is that the need for state-level planning for the community college requires increased state-level financial support, yet at the same time essential autonomy must be preserved." While the thesis is noble, is it practical?

L. Blocker, Clyde E.; Bender, Louis W.; Martorana, S.V. The Political Terrain of American Postsecondary Education. Fort Lauderdale: Nova University Press, 1975.

Many observers have pointed out correctly that the community college system is a creature of the legislature. The community college is therefore in politics and, at its highest level, politics is a process that works through established structures to make public policy decisions and to fund their implementation.

The community college system must be astute in the field of politics if it hopes to deliver to the communities and to the students the services it is designed to deliver and has made promises it will deliver.

Trustees will find the book useful. It provides a means of evaluating what has been done in the political arena as well as many suggestions for what should be done. Two chapters are especially helpful: 1) "State Level Politics" and 2) "Conclusion: Critical Issues and Sharper Future Political Action."

The authors identify twelve issues which have been of primary concern to postsecondary education in the last thirty years. They are still of concern and virtually every one will be resolved in the political arena. Through effective participation, trustees can shape the resolution of the issues, which include: the extent of federal participation in the fiscal support of higher education; the development of a system of universal access to higher education in the United States; the responsibilities of the degree of involvement of the trustees in the active governance of institutions of higher education; the question of accountability and use of fiscal resources by institutions; the question of independence and diversity in higher education; the degree and quality of administrative involvement in educational leadership on the institutional level; the definition of the role of faculty in institutional governance; the preservation of the tenure system; the degree of student participation in decision making in the processes related to academic matters; the fixing of primary responsibility for higher education on the state level; and expectations of the level of the state fiscal support for higher education.

IX. Management

Management is very much a part of the community college structure. Economic austerity, accountability, cost/effectiveness, efficiency/effectiveness--all of these concepts represent forces which impact the operation of the college and the roles of the board, the president, and the administration. Yet, it needs to be understood, a college is not a corporation; it should not be operated as a corporation. Peter Drucker makes this point clearly and no one would accuse the inventor

of the corporate society of being a fuzzy-headed administrator. Ralph Besse has an excellent chapter in Perkins' The University as an Organization. His chapter is entitled, "A Comparison of the University with the Corporation." Besse draws the distinction fairly and accurately.

The key person in the college from a management perspective is the president, the chief executive officer. His role has changed drastically in recent years and will change as dramatically in the future. Since the board has as one of its primary responsibilities the selection of a president, an understanding of the roles would be very valuable. Harlan Cleveland has written a brief and lucid book on the future executive.

No one stands taller in the field of management than Peter F. Drucker. His masterpiece--Management--contains several chapters on performance in the service institution. (See especially chapters 11-14.) His basic questions should be on the tongue of every trustee: "What is our business?" "What ought it to be?" "What will it be?"

Management is subject to style. By its actions, the board adopts a style. Is it a Theory X or a Theory Y board? The very question recalls one of the great classics in the literature of management--The Human Side of Enterprise by Douglas McGregor. Although dated (1960), the book is essential reading for every person engaged in the art of management.

Drucker in 1954 (The Practice of Management) coined a term which, when put to practice, has altered the management of several corporations and some colleges. The term is "management by objectives." MBO is the subject of three books cited below.

A. Cleveland, Harlan. The Future Executive. New York: Harper & Row Publishers, 1972.

For some reason, to describe a book on management as delightful seems incongruous. Yet this little book (140 pages) is both delightful and informative.

Cleveland has had extensive experience in public administration, including several jobs at the top levels in the State Department. At the time he wrote the book, he was president of the University of Hawaii.

One of the principal duties of a board of trustees is the selection of a chief executive officer. This awesome responsibility requires that those making the decision have some vision of the executive's role, especially in the future. The organizations they lead are becoming increasingly more complex systems with "interlaced webs of tension in which control is loose, power diffused, and centers of decision plural." Organizations are becoming more "horizontal" and less "vertical." "The bigger the problems to be tackled, the

more real power is diffused and the larger the number of persons who can exercise it--if they work at it."

What will the future executives be like? Cleveland says: "They will be more intellectual, more reflective, than executives of the past; they will be 'low-key' people, with soft voices and high boiling points; they will show a talent for consensus and a tolerance for ambiguity; they will have a penchant for unwarranted optimism; and they will find private joy in public responsibility."

What is needed in the future executive are some of the same human varieties that were always needed--moral courage in action. "If this action is held up to public scrutiny, will I still feel that it is what I should have done, and how I should have done it?"

As with any good book, the author conducts a dialogue with the reader in which the reader perceives in sharp tones what he may have only vaguely perceived earlier. If one enjoys lucidity, this book will be delightful.

B. Drucker, Peter F. Management: Tasks, Responsibilities, Practices. New York: Harper & Row Publishers, 1974.

Peter Drucker is the foremost name in the field of management, and Management is his masterpiece. If one were to dream of a book that would make the best seller's list for several months, he would not select management as his topic, nor would he write almost 850 pages, nor would he attempt to sell his efforts for $15 a copy. Drucker succeeded by writing a best seller of 850 pages on management for $15 per copy!

To review this monument of wisdom and humor and practicality in a few words is not possible. Only one section is cited--"Performance in the Service Institution." Service institutions represent the growth sector in our society, and among them are the educational institutions. "Managing the service institutions for performance will increasingly be seen as the central managerial challenge of a developed society and as its greatest managerial need."

Drucker says that service institutions require a system that imposes discipline upon itself by rigorously defining their business; deriving clear objectives and goals from their definition of function and mission; thinking through priorities of concentration that enable them to select targets, to set standards of accomplishment and performance, that is, to define the minimum acceptable results, to set deadlines, to go to work on results, and to make someone accountable for results; defining measurements of performance; using these measurements to feed back on their efforts, that is, to build self-control from results into their system; auditing their objectives and results, so as to identify those objectives that no longer serve

a purpose or have proved unattainable; and identifying unsatisfactory performance and activities that are obsolete or unproductive, or both.

C. McGregor, Douglas. The Human Side of Enterprise. New York: McGraw-Hill Book Company, 1960.

The decisions a manager or a board make reveal basic assumptions they possess about human nature and behavior. These assumptions are identified as Theory X--the traditional view of direction and control--and Theory Y--the integration of individual and organizational goals. McGregor sets forth six assumptions about human behavior that he terms Theory Y (fundamental to management by objectives) and contrasts them with Theory X.

1. The expenditure of physical and mental effort is as natural as play or rest. This is contrasted with Theory X that the average human being has an inherent dislike of work, and will avoid it if he can.

2. Man will exercise self-direction and self-control in the service of objectives to which he is committed. This is contrasted with Theory X, that most people must be coerced, controlled, directed, and threatened with punishment to get them to put forth adequate effort toward the achievement of organizational objectives.

3. Commitment to objectives is a function of the rewards associated with their achievement. The most significant of such rewards (e.g., the satisfaction of ego and self-actualization needs) can be direct products of efforts directed toward organizational objectives.

4. The average human being learns, under proper conditions, not only to accept but to seek responsibility. This is contrasted with Theory X, that the average human being prefers to be directed, wishes to avoid responsibility, has little ambition, and wants security above all.

5. The capacity to exercise a relatively high degree of imagination, ingenuity, and creativity in the solution of organizational problems is widely, not narrowly, distributed in the population.

6. Under the conditions of modern industrial life, the intellectual potentialities of the average human being are only partially realized.

D. Raia, Anthony P. Management by Objectives. Glenview, Ill.: Scott, Foresman and Company, 1974.

Several books could serve as an introduction to MBO. This book is selected because it is well-organized, clearly written, short, and it contains an annotated bibliography.

MBO is not easy to define because it cannot be fully perceived in one dimension. It is a philosophy, a process, and a system of management. Among its avowed virtues are that it is "proactive" rather than "reactive," it is results oriented, and it requires a participatory style of management.

The process has four steps: 1) statement of objectives; 2) development of a realistic work plan; 3) provision for systematic monitoring; and 4) requirement for corrective action to achieve the results required. All of these activities are done on a systematic basis.

E. Deegan, Arthur X., II. and Fritz, Roger J. MBO Goes to College. Boulder: University of Colorado, Division of Continuing Education, 1975.

Deegan and Fritz have published a workbook for college personnel who wish to learn about MBO and to apply it in a college environment. They have been successful in marketing their ideas through popular seminars. Their rationale for the book "is to help the college administrator make the transfers (from a business environment to a collegial environment), to state the case for MBO completely in college terminology, to use only examples from college work." Charts, tables, illustrations, forms--all are provided.

F. Lahti, Robert E. Innovative College Management. San Francisco, Calif.: Jossey-Bass, Inc., 1973.

Lahti is a community college president in Illinois. His short book presents a strong case for management by objectives based on his experience with MBO at William Rainey Harper College. Its application is precisely related to community colleges.

Prior to discussing MBO in the two-year college, Lahti utilizes four chapters to present the current state of the art. In Chapter Three he discusses performance standards for trustee effectiveness. In addition to MBO, the author has good chapters on appraising the organization and its management, on the planning process, and on effective salary administration. A major part of the book is devoted to implementation procedures for MBO. For each position three types of objectives are set: 1) regular objectives, 2) problem-solving objectives, and 3) developmental objectives.

X. Planning

One of the least understood roles of the trustee is that of planning. The textbooks on management speak about the responsibilities of planning-organizing-controlling. For higher education a preferred sequence is planning-operating-evaluating. Trustees tend to focus on operating decisions instead of policy decisions. This creates two problems: 1) it creates tensions between the board and the president, and 2) it detracts from a higher responsibility, viz. planning and evaluating. It is the responsibility of the president to provide the leadership to the board in fulfilling their planning and evaluating functions.

In Management, Drucker states that:

1. Objectives must be derived from "what our business is, what it will be, and what it should be." They are not abstractions. They are the action commitments through which the mission of a business is to be carried out, and the standards against which performance is to be measured. Objectives, in other words, are the fundamental strategy of a business.

2. Objectives must be operational. They must be capable of being converted into specific targets and specific assignments. They must be capable of becoming the basis, as well as the motivation, for work and achievement.

3. Objectives must make possible concentration of resources and efforts. They must winnow out the fundamentals among the goals of a business so that the key resources of men, money, and physical facilities can be concentrated. They must, therefore, be selective rather than encompass everything.

Two things need to be noted. Drucker uses the term "objective" as primary with a "goal" as a subset. Frequently, in higher education planning it is the goal that is primary and the objective which is the subset. Next Drucker is here discussing a business enterprise. Higher education institutions are service institutions. There are fundamental differences. Drucker states "The service institution has performance trouble precisely because it is not a business. What businesslike means in a service institution is control of cost. What characterizes a business, however, is control by performance and results. It is effectiveness and not efficiency which the service institution lacks. Effectiveness cannot be obtained by businesslike behavior as the term is understood, that is by greater efficiency."

The problem with planning is not that it suffers from benign neglect so much as it is that planning is difficult to conduct on a practical basis. Books on theory are plentiful. Three references are cited below.

A. Knoell, Dorothy, and McIntyre, Charles. Planning Colleges for the Community. San Francisco, Calif.: Jossey-Bass, Inc., 1974.

Here is a book that is readable and practical. It touches on a role of importance for trustees, albeit one that is too often neglected, viz., planning. The authors argue for abandoning the concept of a comprehensive community college campus in favor of a comprehensive community college education. Campuses do not make colleges. Programs make colleges.

The authors have built their book around six themes:

1. The basic nature of community college planning for the next several decades should switch from the facilities emphasis of the sixties to an emphasis on increasing access;

2. The notion of a comprehensive community college should be modified and give way to that of a comprehensive community college education;

3. Education should be for multiple adult roles;

4. Comprehensive community college education requires more time, more options, and more outcomes;

5. Access must be made easy;

6. To be effective, community college planning must be comprehensive. Academic, fiscal and physical planning must be conducted together, and federal, state, and local institutional planning must be integrated appropriately.

Among the book's many virtues is the simple fact that it is mind-expanding. Reading it is similar to carrying on a conversation with two excellent thinkers, both well-acquainted with the community college but both willing to challenge the old assumptions in order to permit the community college to serve better the diverse students who attend.

*B. Parekh, Satish B. Long-Range Planning: An Institution-Wide Approach to Increasing Academic Vitality. New Rochelle, N.Y.: Change Magazine Press, 1977.

Here is a short (77 pages) publication written specifically for higher education. George W. Bonham, editor of Change Magazine, has written the preface. The process developed in this book utilizes mechanistic tools but is not mechanistic. It has a philosophy. Planning is a comprehensive institutional responsibility, not merely a management function. "A planning program will succeed only if the process of

planning itself has the same meaning for the English department as it has for the admissions office; it will succeed only if it has the same validity for the president's office as for the division of arts and sciences." Parekh has put together not only a case for planning but also a workbook. He has five matrices and three charts for displaying data to be used in the planning process.

In his conclusion, Parekh restates the important concept that planning is permanent; a plan is not. Among the advantages of his system for long-range planning, he cites seven:

1. Long-range planning provides a commonality of understanding about the mission and goals of the institution and the strategies to implement them;

2. It summarizes the profile for the institution in quantitative terms;

3. It encourages better allocation and utilization of resources;

4. It helps direct energies away from the nonessential to the essential activities;

5. It makes evaluation possible in objective terms simultaneously with implementation;

6. It assists in generating funds by strengthening the institutional case with granting agencies, governmental and corporate;

7. It helps ensure survival and growth of the institution.

In short, planning is neither a luxury nor an esoteric operation in the exclusive domain of a planner with models and forecasts; it is essential to effectiveness if not to survival. The board of trustees must insist on planning if it hopes to be able to discharge its responsibilities to the trust.

C. Ewing, David W. The Human Side of Planning: Tool or Tyrant? London: The Macmillan Company, Collier Macmillan-Ltd., 1969.

Ewing points out that he is indebted to the great Douglas McGregor's The Human Side of Enterprise for his title. His emphasis is on the efforts of people in the planning process. Ewing has long been associated with the Harvard Business Review and is a specialist on planning.

A significant point made by Ewing is a line in almost every planning book. A plan is not the goal. The process of planning is the goal. Distrust plans; respect planning. What are the reasons for planning in a public agency?

1. It reveals to the institution and to the public whether it is a good job being done at a time when change can occur.

2. It reveals possibilities by visualizing them as a consequence of the process.

3. It increases effectiveness and usually efficiency.

4. It has a constructive effect on the way people feel and work together in an organization. (Have you ever met a pessimistic planner?)

5. It has an impact on evaluating performance by clarifying objectives.

Where has planning gone wrong?

1. There is a tendency to use "bloodless criteria" to facilitate planning decisions.

2. There is a tremendous emphasis on the external environment of the organization.

3. There is a tendency to adopt a human engineering approach.

4. There is a blueprint fallacy whereby planners assume that the future can be fixed.

Ewing spends time discussing an essential of planning often neglected in the process, i.e., anti-planning. Too often anti-planning is threatening, and if it is threatening, the human side of planning has not been adequately developed. Ewing sets forth some laws of planning:

1. A viable program meets the needs of (a) the formal organization, (b) individuals, and (c) groups.

2. Effective planning is incomplete planning.

3. Every well-drawn plan is out of date by the time it is in use.

4. Planning creates anti-planning.

5. The planning leader who is effective for a sustained period of time has political power.

6. Good planning does not always succeed. (Poor planning does not always fail.)

7. The act of planning itself changes the situation in which the organization operates.

Ewing has also edited an excellent book, Long-Range Planning for Management. 3rd edition. New York: Harper & Row, Publishers, 1972.

XI. Zero-Base Budgeting

Zero-Base Budgeting: A Practical Management Tool for Evaluating Expenses is one of the best sellers in Washington, D.C. It is a four-year old book of 230 pages with a price tag of $19.25. Jimmy Carter is the promotion manager responsible for its popularity. Peter A. Pyhrr is the author--a vice president at Alpha Wire Corporation, which does not use zero-base budgeting. In 1970 Pyhrr, then with Texas Instruments, wrote an article for the Harvard Business Review. Jimmy Carter read the article and, as Governor, installed it in Georgia. By memorandum of February 14, President Carter informed all heads of executive departments and agencies to prepare the 1979 fiscal year budget. The President said that an effective ZBB system will: focus the budget process on a comprehensive analysis of objectives and needs; combine planning and budgeting into a single process; cause managers to evaluate in detail the cost-effectiveness of their operations; and expand management participation in planning and budgeting at all levels of the Federal Government.

Bert Lance, director of the Office of Management and Budget, sent out a bulletin on April 19, 1977, (Bulletin No. 77-9) in which he, too, called for the preparation of the budget for fiscal year 1979 by the ZBB system. According to Lance, the ZBB process utilizes the following framework:

1. Identification of objectives;
2. Identification of decision units;
3. Preparation of decision packages;
4. Ranking of decision packages;
5. Higher level review.

What ZBB does essentially is to require managers to justify everything they would like to do instead of just citing the proposed budget increases. In other words, the manager and his program is wiped out each year, and he starts from zero by justifying the entire budget and its activities.

ZBB will certainly be used in some states and, as a consequence, in some institutions of higher education. In addition to the U.S. Government references cited above, two books are of considerable value:

A. Pyhrr, Peter A. Zero-Base Budgeting: A Practical Management Tool for Evaluating Expenses. New York: John Wiley & Sons, 1974.

This is the landmark book now in its tenth printing. The ten chapters are supplemented by two appendices. The first is a detailed manual; the second provides a list of decision package topics, including one on the university.

B. Cheek, Logan M. Zero-Base Budgeting Comes of Age: What It Is and What It Takes to Make It Work. New York: American Management Association, Inc., 1977.

Cheek is with Xerox, and has helped install the system in more than thirty organizations. His book, already described as the definitive work on ZBB, has nine chapters and three appendices. The book is practical, not theoretical. There are checklists, exhibits, and charts. A model procedure, sample forms, and the activities in the federal government make up the three appendices.

Cheek declares: "Without high-level support, zero-base budgeting will be viewed as another gimmick of the budgeting staff.... But when the chief executive is involved, he will come to thoroughly understand, often for the first time, how much is being spent for exactly what and, most importantly, why."

SUMMARY

Trusteeship is a high calling to public service. Its honor is entirely secondary to the importance of being effective. Effectiveness is not easily attained. Its attainment is the result of a clear understanding of the role of the board, the mission of the institution, and the operation of the institution. In a denotive sense, the trustee is a member of a board, and the board has the responsibility to administer a trust. The trust is held for the benefit of others. What is the trust?

The trust is a service--the transmittal of knowledge. One of the characterships of Daniel Bell's "postindustrial society" is the expansion of knowledge workers at the expense of manual workers. The popularity of the community college is largely the result--the happenstance--of an institution responding to a critical social need for the development of an ever-increasing number of knowledge workers. The function of the community college is to utilize its resources to develop human potential which, at this point, is the development of knowledge workers--people whose skills and tools are in their heads more so than in their tool boxes.

As lengthy as is this bibliography, it is incomplete. Too little is said about the critical relationship of the board to the president and the president to the board. To atone in part, one final citation is provided. This one is from the Harvard Business Review (September-October 1976). Louis W. Cabot is the author. He not only lives in the

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corporate world (chairman of Cabot Corporation and the Federal Reserve Bank of Boston), but he also lives in the academic world (overseer of Harvard College). He looks at the troublesome question: "Who is responsible--the CEO (chief executive officer) or the board?" His answer is: "The challenge is how to get the best of both worlds: the energy and decisiveness of a strong chief executive and the balancing involvement of a thoughtful and informed board of directors."

Based on his brief and frustrating service on the board of the ill-fated Penn Central, Cabot wrote down three ways in which trustees might function:

1. I believe directors should not be the managers of the business, but they should ensure the excellency of its management by appraising the management's performance. To do this they have to measure the performance against agreed-upon yardsticks.

2. My second suggestion is that the directors be given an opportunity to review objectives with the management, and to endorse them.... This is also a way to give management some assurance that the board supports what it is trying to do.

3. My third suggestion is that the directors be told periodically how actual results are working compared with the short-term targets.

Finally, Cabot helps to address the last concern: The attitude and techniques the chief executive officer uses in working with the board. Cabot provides seven practices which he contends will enhance the effectiveness of the board.

1. Present important issues to directors before, not after, management has taken a firm position.

2. Make sure that directors get all the information management considers important.

3. Don't bury important information in a snowdrift of data that busy outsiders can never dig through.

4. Give directors a reasonable span of time to reach difficult decisions.

5. Be sure there is enough time for full discussion in board meetings.

6. Use an executive committee to deal with routine matters.

7. Let others carry the discussions in meetings.

The millions of students enrolled in community colleges today provide the clearest indication of the need for effective boards of trustees.